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ABSTRACT

To implement School Based Management (SBM) in Charleston County, South Carolina, the school district was reorganized to include a management team to make shared decisions on all phases of district activities. Local schools were required to develop short and long range plans that encouraged needs assessment, goal identification, strategy development, program implementation, and evaluation. Pilot programs involving 20 schools have included a local school management team made up of the principal, teachers, parents, and community support persons; training in management practices for the principals and the teams; and a liaison person who works with the school team and the district to facilitate program development. In some of the 50 schools not yet involved with SBM, other programs have begun that are consistent with the SBM philosophy, such as a building conservation incentive program and a program to reduce the number of teacher absences. (MLF)

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SCHOOL BASED MANAGEMENT
(ABSTRACT)

School Based Management (SBM) is a management model that is developmental in nature. Even though there are several basic concepts and similar activities in every school normally included, the actual program should unfold based on needs, resources, and the creativity of those involved. This particular management model has with it some of the same philosophical characteristics as the participatory management models seen in both Japanese and American industry.

SBM is based on several broad philosophical postures: Participatory Planning and Decision-Making - understanding that this philosophical approach to management sometimes creates frustration and is often slower than more autocratic models, participation is a philosophical foundation for SBM. This participation is not limited to the principal but includes all of the staff at every level of an organization. Each person in the organization is seen as a positive contributor and is encouraged to move toward greater involvement. SBM recognizes that participation in decision-making creates ownership and therefore leads to a more positive attitude towards the organization. Planning is necessary and an important philosophical part, however, it is not limited to the local school site but is a part of the entire district organization.

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NAESP 1984

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SCHOOL BASED MANAGEMENT

Millions upon millions of dollars are being poured into local educational agencies from state legislatures. Some say this is a result of the many studies that have come out in the past couple of years highlighting the importance of education and making it an economic reality for many communities. Even though these dollars will be pouring into our communities and schools, there is one facet that remains extremely important and somewhat neglected in many systems and that is the management of the local school.

Most of us never think about the fact that schools in our society today are big business. If we stop for just a moment to think about it, we would recognize the following facts:

1. Many school systems are among the largest employers in the community.
2. Many school systems are among the largest food services in the community.
3. Many school systems have extremely large budgets with schools and other administrative locations scattered throughout the community. Public education is big business and requires responsible and accountable management practices.

Before a discussion of management practices can take place, one must consider what has happened in public education in our country over the past several years. The public's reaction to its education system is a reflection of some of the changes that have occurred within our own society.

Psychologists indicate that one of the greatest results of change is stress; and, our society has certainly undergone a great many changes over the last decade. We are in the information age and even though we have more access to information, we are not particularly better suited emotionally to handle this information. Therefore, stress or frustration is created. Another major change factor in our society is the economic curve brought on by the hold energy has on our world. This economic change has caused new perspectives and financial expectations for many families. This, again, creates stress and frustration.

Our society handles frustration much like individuals. One of the most common coping mechanisms for individuals who are frustrated or under stress is to transfer that conflict to someone else. Interestingly enough, our society copes with its stress factors in much the same way. Individually and collectively, we seem to have the idea that if we feel bad, we'll feel better by making someone else feel bad. Husbands transfer their frustrations to their wives; parents to their children; employees to their employers. The stress that our society is facing is a result of changes from information and energy along with others has caused us collectively to transfer our frustrations on many institutions which belong to us. Unfortunately and fortunately, public schools have received a great deal of this focus.

It's important to say at this point that many of the criticisms brought against public education have a great deal of validity. However, at the same time, many individuals who have participated in the process of questioning public schools have had little or

no interaction with the public school in years. They have simply joined the crowd in criticizing one of our society's oldest institutions.

One of the major benefits, however, of this entire process has been the fact that public schools in many parts of our country have chosen to respond to the criticism in a positive way. Instead of becoming defensive and withdrawing, they have made an effort to take a closer look and respond in a positive and professional manner.

School Based Management (SBM) is a management model that is developmental in nature. Even though there are several basic concepts and similar activities in every school normally included, the actual program should unfold based on needs, resources, and the creativity of those involved. This particular management model has with it some of the same philosophical characteristics as the participatory management models seen in both Japanese and American industry.

Several factors are helpful in the implementation of SBM. Charleston County School District followed a very specific plan using some of the developed organizational structure. Planning is an important part of the effective SBM program. Local schools were required to develop short and long range plans which encourages needs assessment, goal identification, strategy development, program implementation and evaluation. All are important ingredients of SBM. A point system based on student enrollment is utilized for staff allocation. Principals are involved in various pilot projects focusing on team building, team management, action planning and evaluation. These projects provided positive results in schools and the early experience served as a foundation for the SBM effort.

Staff development training experience leads to a positive attitude toward evaluation and professional development. Instead of being seen as a punitive process, staff development is viewed as an opportunity for growth (a necessary attitude for an effective SBM program). Schools are linked with local businesses in a management training effort. The objective of the partnership is to provide school principals with the opportunity to view their job as a local school manager. Their business partners provide them with techniques in problem solving, needs assessment, and other management areas from business.

SBM is based on several broad philosophical postures: Participatory Planning and Decision-Making - understanding that this philosophical approach to management sometimes creates frustration and is often slower than more autocratic models, participation is a philosophical foundation for SBM. This participation is not limited to the principal but includes all of the staff at every level of an organization. Each person in the organization is seen as a positive contributor and is encouraged to move toward greater involvement SBM recognizes that participation in decision-making creates ownership and therefore leads to a more positive attitude towards the organization. Planning is necessary and an important philosophical part, however, it is not limited to the local school site but is a part of the entire district organization.

SBM is an educational model of a participatory management philosophy. This model is based on the realization that every school has different needs; and, therefore, should be responded to with different resources. It also reverses the traditional educational approach and allows central staff to serve the needs of local schools rather

than forcing local schools to develop identical programs based on the direction of central staff without taking into consideration the individual makeup of the school. The SBM model encourages total participation in making the local school more effective. When done correctly, "turfism" is reduced and all resources are focused directly towards the schools and the students.

In order to implement SBM, the establishment of a management team is necessary to make shared decisions on all phases of district activities. This management team, which is headed by the superintendent, is made up of the superintendent and the four deputy superintendents (Administration, Operations, Personnel, and Instruction). There must be a clear distinction between the management line (Division of Administration) and staff divisions (Instruction, Operations, Personnel). A redefinition of job responsibilities and accountabilities for both line and staff must occur. A reorganization within divisions to better support the new organizational structure must be implemented. In the reorganization, the development of a communication system between the management line division and the staff divisions to monitor the needs and concerns initiated by school based teams as well as division resources should take place. It may also be necessary to rearrange various departments to better complement and balance the divisions.

The twenty SBM pilot programs, schools selected through an application procedure, have included the following: Each school must function with a local school management team to be made up of the principal, teachers, parents, and community support persons. Each principal begins an intensive training program in management practices that will continue through the fifteen month pilot program.

Each team goes through training periods in management practices, develops plans and receives an internal liaison person who works with that school team and the district to facilitate program development. Each school receives a school/business partner who assists the principal and the team in management practices in providing additional resources. Each team has the flexibility to develop efficiency proposals to be presented to the school's administrative management team for exceptional programs, i.e. development of a model summer school program, development of a specialized summer scheduling effort, experimental reading program and the development of an academic optional program. SBM principals and liaisons meet on a monthly basis to review progress and develop additional direction. In some areas, incentive grants are given to help implement the plans.

In some of the fifty schools not yet involved with SBM, other programs are started which are consistent with the SBM philosophy. These include a building conservation incentive program where each principal is given the opportunity to involve his or her staff in reducing the amount of utilities used at the local school site. The incentive program is based on the amount budgeted per school with the plan outlined that for every dollar saved, $.25 would be returned to the local school to be used for instruction or other local needs as identified by the management team. Additionally, $.25 from every local dollar would be put into a utilities fund.

Another incentive program concerns substitute teachers whereby each principal is given the opportunity to participate in a local school management program to reduce the number of teacher absences.

Any school that reduced the number of absences at all is given $.25 on each dollar saved for substitute teachers. Additionally, if a school betters the county goal, $.50 on each dollar saved is given to be used for instruction or other ways as identified by the management team.

School Based Management is a program that a district, large or small, must accept philosophically. One must accept that a principal and a teacher and a custodian in a school site are the best ones to assess their needs and to develop, implement and evaluate programs to meet those needs. The responsibility of the superintendent and staff is to assist and to hold accountable the decisions of the architects of educational reform. The principal is the key and your management philosophy will make the difference in your success or your failure.

The principal must also develop a participatory philosophy in running his school business. One could carry the philosophy beyond School Based Management to one of classroom based management. We all know that the true needs assessor strategist evaluator is the classroom teacher. School districts which set the example of participatory management will find that example implemented in schools. Teachers will begin to feel that they are participating as a decision-maker in their work place, the classroom.

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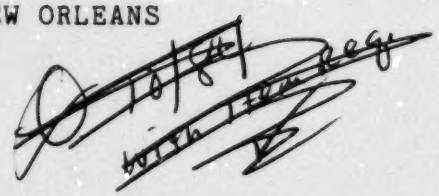


I. Appropriate Introductory Remarks

II. Introduction

There are many ways to approach the topic of public education and more specifically, Charleston County School District. I could talk about the Governor's plan and how it relates to Charleston County. I could talk about budget or buildings; evaluation or energy. I could talk to you about extracurricular activity policies or computer education. However, I've chosen a topic that is rarely talked about and yet one that I feel is extremely important in today's educational picture -- School Management.

Most of us never think about the fact that schools in our society today are big business. If we stop for just a moment to think about it, we would recognize the following facts:

A. Charleston County Schools is one of the largest employers in our area.

B. Charleston County Schools has one of the biggest food service programs in Charleston County (bigger than McDonald's, Burger King, or Hardee's).

C. Charleston County Schools has a budget of over 70 million with 70 school sites and other administrative locations scattered throughout the county, all requiring fiscal and personnel management. Public education in Charleston is big business and requires responsible and accountable management practices.

Before I get into these management practices, I'd like to back up just a bit and share with you my perception of some of the things that have happened in public education in our country over the past several years. I think the public's reaction to its education system is a reflection of some of the changes that have occured within our own society. Psychologists indicate that one of the greatest results of change is stress; and, our society has certainly undergone a great many changes over the last decade. We are in the information age and even though we have more access to information, we are not particularly better suited emotionally to handle this information. Therefore, stress or frustration is created. Another major change factor in our society is the economic curve brought on by the hold energy has on our world. This economic change has caused new perspectives and financial expectations for many families. This, again, creates stress and frustration.

Our society handles frustration much like individuals. One of the most common coping mechanisms for individuals who are frustrated or under stress is to transfer that conflict to someone else. Interestingly enough, our society copes with its stress factors in much the same way. Individually and collectively, we seem to have the idea that if we feel bad we'll feel better by making someone else

feel bad. Husbands transfer their frustrations to their wives; parents to their children; employees to their employers. The stress that our society is facing is a result of changes from information and energy along with others has caused us collectively to transfer our frustrations on many institutions which belong to us. Unfortunately and fortunately, public schools have received a great deal of this focus.

It's important for me to say at this point that many of the criticisms brought against public education have a great deal of validity. However, at the same time, I am aware that many individuals have participated in the process of questioning public schools who have had little or no interaction with the public school in years. They have simply joined the crowd in citicizing one of our society's oldest institutions.

One of the major benefits, however, of this entire process has been the fact that public schools in many parts of our country, and certainly in Charleston County, have chosen to respond to the criticism in a positive way. Instead of becoming defensive and withdrawing, Charleston County School District, both board and staff, has made an effort to take a close look at itself and to respond in a positive and professional manner.

III. School Based Management

This brings me to my topic of the day - Charleston County School District management practices. When Dr. Ronald McWhirt became Superintendent of Charleston County Schools in July of '82, he began what he calls "School Based Management" as his management model. This particular management model has with it some of the same philosophical characteristics as the participatory management models seen in both Japanese and American industry. I would like to review for you the Charleston County School Based Management model in both concept and program.

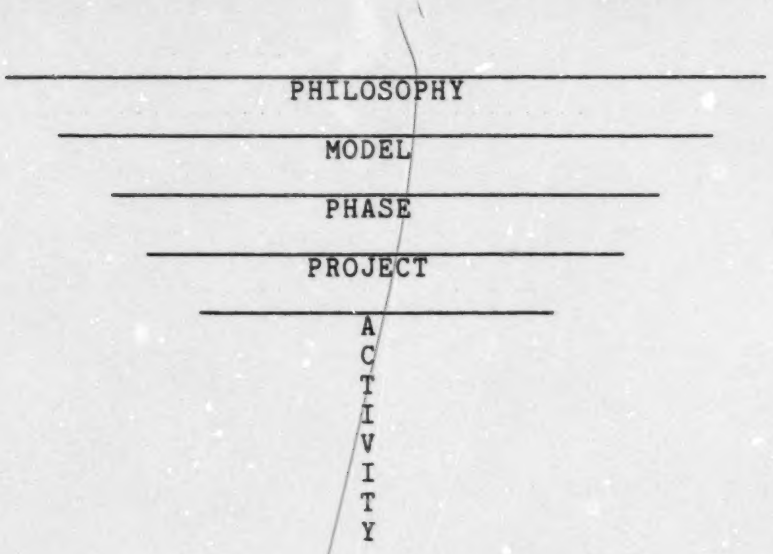
A. Concept

(See pages 3-5.)

SCHOOL BASED MANAGEMENT REPORT

1. Overview

School Based Management is a management model that is developmental in nature. Even though there are several basic concepts and usually similar activities normally included, the actual program should unfold based on needs, resources, and the creativity of those involved. CCSD has begun its program within the following frame of reference:



11. Charleston County School District's History in School Based Management

Several factors over the past several years have contributed to the present posture that the Charleston County School District has taken in the area of School Based Management.

A. South Carolina's LSAC Process

As will be noted later on in this overview, planning is an important part of the effective School Based Management program. Since 1977 (mandated by the South Carolina Education Finance Act), local schools in South Carolina have been required to develop an annual local school plan and evaluation. This has encouraged:

1. Needs assessment
2. Goal identification
3. Strategy development
4. Program implementation
5. Evaluation

All are important ingredients of School Based Management.

B. CCSD's Staff Allocations

Since 1973, a point system based on student enrollment has been utilized for staff selection in Charleston County. Even though primarily developed to control finances, the opportunity exists for local management, flexibility, and decision-making.

C. Local School Principal Training

Many principals in Charleston County have been involved in

various pilot projects focusing on:

1. Team building
2. Team management
3. Action Planning
4. Evaluation

These projects have included the U. S. Office of Education and the U. S. Education Department's alchohol and drug training, ESAA programs at the elementary, middle, and high schools, and MAARDAC training. These programs have provided positive results in schools throughout the district. Many principals in Charleston County have been used as consultants in other areas throughout the country in developing school-based efforts. This early experience will serve as a foundation for the present School Based Management effort.

D. Staff Development Training

Charleston County has had a long-standing commitment to the training of professional staff. This experience has led to a positive attitude toward evaluation and professional development. Instead of being seen as a punitive process, staff development is viewed as an opportunity for growth (a necessary attitude for an effective School Based Management program).

E. School Business Linkages

Dr. Ronald McWhirt, Superintendent of Schools in Charleston County since July 1, 1982, began a focus on School Based Management in 1980 while serving as Deputy Superintendent. At that time, thirteen (13) schools in Charleston County were linked with local businesses in a management training effort. The objective of the partnership was to provide school principals with the opportunity to view their job as a local school manager. Their business partner provided them with techniques in problem solving, needs assessment, and other management areas from business.

III. Present Effort

The present commitment to School Based Management came with Dr. McWhirt's administration beginning in July 1, 1982. This program, now in the beginning stages, is following the outline shown in Section 1 of this report.

A. Philosophy

School Based Management is based on several broad philosophical postures. These include:

1. Participatory Planning and Decision-Making:

   Understanding that this philosophical approach to management sometimes creates frustration and is often slower than more autocratic models, participation is a philosophcal foundation for School Based Management. This participation is not limited to the principal but includes all of the staff at every level.

2. Full Utilization of Existing Resources:

   Each person in the organization is seen as a positive contributor and is encouraged to move toward greater involvement.

3. Ownership:

   School Based Management recognizes that participation in decision-making creates ownership and therefore leads to a more positive attitude towards the organization.

4. Planning:

   Planning is a necessary and important philosophical part of School Based Management. However, planning is not limited to the local school site but is a part of the entire organization.

B. Model

School Based Management is an educational model of a participatory management philosophy. Charleston County School District's model includes the following:

1. A vertical rather than a horizontal model

   a) This model is based on the realization that every school has different needs; and, therefore, should be responded to with different resources.

   b) This model reverses the traditional educational approach and allows central staff to serve the needs of local schools rather than forcing local schools to develop identical programs based on the direction of central staff without taking into consideration the individual makeup of the school.

2. The School Based Management model encourages total participation in making the local school more effective. When done correctly, "turfism" is reduced and all resources are focused directly towards the schools and the students.

C. Program

1. Reorganization

In order to implement School Based Management, Dr. McWhirt developed a comprehensive reorganization of the Charleston County School District. This reorganization included the following:

a. The establishment of a management team (replacing the old cabinet) to make shared decisions on all phases of district activities. This management team, which is headed by the superintendent, is made up of the superintendent and the four deputy superintendents (Administration, Operations, Personnel, and Instruction).

b. A clear distinction between the management line (Division of Administration) and the staff divisions (Instruction, Operations, Personnel).

c. A redefinition of job responsibilities and accountabilities for both line and staff.

d. A reorganization within divisions to better support the new organizational structure.

e. The development of a communication system between the management line division and the staff divisions to monitor needs and concerns initiated by school based teams as well as division resources.

f. A rearranging of various departments to better complement and balance the divisions (example - moving of Staff Development to Personnel).

2. School Based Management Pilot

In the summer of '82, ten schools began Phase 1 of the School Based Management Pilot Project. These ten pilot schools were selected through an application procedure. The pilot program has included the following:

a. Each school must function with a local school management team. This team is made up of the principal, teachers, parents, and community support persons.

b. Each principal begins an intensive training program in management practices that will continue through the 15-month pilot.

c. Each team also goes through training periods in management practices.

d. Each team is to develop four school plans based on the Effective Schools Research. These plans are carefully monitored on a monthly basis by activity.

e. Each School Based Management school receives an internal

liaison person who works with that school team and the district to facilitate program development.

f. Each School Based Management school is to receive a school/business partner who will assist the principal and the team in management practices in providing additional resources.

g. Each School Based Management team has the flexibility to develop efficiency proposals to be presented to the school's administrative management team for exceptional programs. These proposals have included:

(1) development of a model summer school program (Moultrie Middle).

(2) development of a specialized summer scheduling effort (St. Andrew's High School).

(3) experimental reading program (St. James-Santee).

(4) development of an academic optional program (Baptist Hill).

h. School Based Management principals and liaisons meet on a monthly basis to review progress and develop additional direction.

i. Each School Based Management school was given a $2,000 incentive grant to implement plans.

3. Nonpilot Programs

Even though the objective of CCSD is to continue to add new schools each year to the pilot phase, many other programs have begun district wide which are consistent with School Based Management philosphy. These include:

a. Building conservation incentive program

Each principal was given the opportunity to involve his or her staff in reducing the amount of utilities used at the local school site. The incentive program was based on the amount budgeted per school. The plan outlined that for every dollar saved, $.25 would be returned to the local school to be used for instruction or other local needs as identified by the management team. Additionally, $.25 from every local dollar would be put into a utilities fund.

b. Substitute Teacher Incentive Program

Each principal was also given the opportunity to participate in a local school management program to reduce the number of teacher absences. Each school was given the figure indicating the average number of absences per teacher in their school. A _____ was established, and incentive programs were outlined.

Any School Based Management team that reduced the number of absences at all was given $.25 on each dollar saved for substitute teachers. Any school which reached or bettered the county goal was given $.50 on each dollar saved for substitute teachers. This savings could be used for instruction or other ways as identified by the management team.

c. Principal Selection

The Administrative Team interviews all principals and assistant principals that are submitted to the staff from the constituent board. This interview process approaches the principalship from a management perspective and includes questions dealing with administration, instruction, operations, and personnel.

d. LSAC Plan

The annual LSAC plan has been changed from a one time requisition sheet to an ongoing cyclical planning process. This planning process which is directed by the area superintendent is broken down into three areas:

(1) needs identification through an exception report process

(2) staff response based on analysis of needs into major, minor, and moderate

(3) work planning and review based on needs identification and resource response by principal (minor); principal and area superintendent (moderate); principal, area superintendent, and appropriate staff person (major)

e. Principal Evaluation

This local school planning process, which includes cyclical short-term planning and long-term planning through the LSAC process, is the basis for the principal evaluation program which will be fully implemented by spring of '85. This principal evaluation will begin with the needs assessment done in the spring of '84, the completed plans which will be done in the August planning workshop in August of '84, and the cyclical reviews done by the area superintendents and Deputy Superintendent for Administration during the 84-85 school year.

IV. Future Needs

I have attempted to give you an overview of the management model that Charleston County School District is in the process of initiating. Because of a limitation of time, I have not been able to go into detail as I would like. However, I would encourage any one of you to visit a school in Charleston County and observe for yourself the changes that are occurring. I will be happy to identify for you the ten schools participating in the School Based Management pilot or you

could visit any school in the district that would be affected by some of the other management practices. We have a long way to go, but we are excited about our beginning. However, there are some very specific needs that are facing us at this time. One of the major components of a successful management program is the ability to identify needs in a clear way. I have outlined these needs in three basic categories. As I review them briefly, I would ask your serious consideration of participation in the solution of any of these needs.

A. Student Needs

This particular area is of course the one primarily being handled by the staff and teachers of Charleston County Schools. Our needs in this area include the following:

1. Because of the great variance that exists within Charleston County Schools (urban, suburban, and rural), it is a major goal of the district (consistent with School Based Management) to develop instructional support and programs individualized to the needs of the students throughout the county. Our goal is to have equal achievements throughout the county but in order to achieve this, there will have to be individualized instruction and instructional support.

2. The emphasis is on program options for students in Charleston County. We are looking at various ways in which optional programs (academic, creative and performing arts, vocational, fundamental, ungraded, etc.) can be provided to any student within Charleston County.

3. We are looking for opportunities to provide more instructional opportunities for the gifted and talented students.

B. Teacher Needs

One of our greatest needs in Charleston County is to increase our support for our teachers. We have instituted an effective evaluation program which has begun to accomplish the objectives outlined. However, in the process the morale of some of our teachers has been dampened. Add to this the fact that many teachers are the focal point of some of the frustration and criticism mentioned above, the fact that teachers' salaries are embarrassingly low, and that a great deal of pressure is being placed on them to perform, make it essential for our community to be as supportive as possible to this excellent group of professionals. The school district and local support groups such as IMAGE have developed recognition projects and appreciation efforts for our teachers. The School Board is doing all it can to assist in improving teachers' salaries. Therefore, I would call on you as a community to support any effort to join with the teachers of the children of our community in making their job a success.

C. Community Support

Consistent with the concept of School Based Management, I finally would ask for your participation in your school district. The

days are over when communities can separate themselves from the school system. The economic development of our community is absolutely related to the success of our public education system. When businesses and industry look to Charleston County as a place to move or to expand, one of the first questions asked relates to the public school system. If we're not involved with our schools in every way possible, then we are committing economic suicide. As you get involved with the public schools, I think you'll find several things will occur:

1. You will find that many of the negative things you had perceived simply are not there.

2. I think you'll find an opportunity to participate in improving things that need to be changed.

3. I think you'll find that you will get as much as you give.

Thank you very much for allowing me to be with you today.